



CITY OF NORTH CHICAGO

Leon Rockingham, Jr.
MAYOR

January 29, 2019

Ms. Jan Pels
USEPA Region V
77 West Jackson Boulevard
Mail Code SE-7J
Chicago, IL 60604-3507

Dear Ms. Pels:

Enclosed please find the City of North Chicago's \$800,000 **Brownfield Multipurpose Grant Application** for the assessment and remediation of the Sheridan Crossing site in North Chicago, Lake County, Illinois.

The City of North Chicago (the City) is located on the shores of Lake Michigan, approximately 30 miles north of Chicago. The City is approximately 7.8 square miles, half of which is federal nontaxable land occupied by the Naval Station Great Lakes. The remaining City area contains a disproportionate share of environmental degradation and brownfields sites. Because much of the City's land is federally owned or suffering from environmental issues, revenue-generating property is scarce. As such, the tax burden on North Chicagoans – some of the poorest residents in the state – is among the highest in Illinois.

Awarded USEPA grant funds will be applied to the continued assessment and remediation of the Sheridan Crossing site; a vacant 40-acre area in North Chicago's main business district. The site is planned to be built as a mixed-use commercial development and is currently being evaluated as a potential location for the Great Lakes Naval Museum. This grant funding will provide the City with an incremental funding source to off-set the challenges related to construction on a contaminated brownfield site vs. a typical clean greenfield site. North Chicago's developers and contractors will experience incremental construction costs associated with contaminated soil, contaminated groundwater, vapor barrier installations beneath occupied buildings, construction worker chemical protection/safety, and related costs as various phases of ground breaking occurs at Sheridan Crossing. This FY 2019 brownfield grant funding will provide funding to incentivize and assist developers/contractors in off-setting these incremental costs.

1. Applicant Identification

City of North Chicago, 1850 Lewis Avenue, North Chicago, IL 60064

2. Funding Requested

- a. **Grant Type:** Multipurpose
- b. **Federal Funds Requested:** \$800,000
- c. **Contamination:** Hazardous Substances

3. Location: City of North Chicago, County of Lake, State of Illinois

4. Contacts**Project Director:**

Victor Barrera, Director of Economic &
Community Development
City of North Chicago
1850 Lewis Avenue
North Chicago, IL 60064
Telephone: (847) 596-8671
Email: vicbar@northchicago.org

Highest Ranking Elected Official:

Leon Rockingham, Jr., Mayor
City of North Chicago
1850 Lewis Avenue
North Chicago, IL 60064
Telephone: (847) 596-8610
leoroc@northchicago.org

5. Population

Population of Waukegan, IL: 87,729

6. Other Factors Checklist:

Other Factors	Page #
Community population is 10,000 or less.	NA
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	NA
The priority brownfield site(s) is impacted by mine-scarred land.	NA
The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	Page 2
The priority site(s) is in a federally designated flood plain.	NA
The redevelopment of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy; or any energy efficiency improvement projects.	Pages 2 and 3
At least 20% of the overall project budget will be spent on eligible site reuse or area-wide planning activities for priority brownfield site(s) within the target area.	Page 10

7. Letter from the State: Attached

Thank you for your consideration of the City of North Chicago's Multipurpose Grant Application.

Sincerely,



Leon Rockingham, Jr.
Mayor
City of North Chicago



ILLINOIS ENVIRONMENTAL PROTECTION AGENCY

1021 NORTH GRAND AVENUE EAST, P.O. BOX 19276, SPRINGFIELD, ILLINOIS 62794-9276 • (217) 782-3397

JB PRITZKER, GOVERNOR

JOHN J. KIM, ACTING DIRECTOR

January 22, 2019

City of North Chicago
Attn: Victor Barrera
Director of Economic & Community Development
1850 Lewis Avenue
North Chicago, IL 60064

Dear Mr. Barrera:

The Illinois Environmental Protection Agency (Illinois EPA) has received your request for a letter of acknowledgement for an upcoming Brownfields Multipurpose Assessment & Cleanup Grant to the U.S. EPA. The City of North Chicago is applying for a \$800,000 Brownfields Multipurpose Assessment & Cleanup Grant for hazardous substances.

The focus of the grant will be the continued assessment and remediation of the Sheridan Crossing site.

Illinois EPA acknowledges the City of North Chicago's efforts to obtain federal Brownfields funds for this project. If you have any questions, please contact me at (217) 524-2084 or by email at jenessa.n.conner@illinois.gov.

Sincerely,

A handwritten signature in black ink that reads "Jenessa Conner". The signature is fluid and cursive, with the first name and last name clearly distinguishable.

Jenessa Conner, Project Manager
Voluntary Site Remediation Unit
Remedial Project Management Section
Division of Remediation Management
Bureau of Land

c: Matt Didier – U.S. EPA Region 5

MULTIPURPOSE GRANT

IV.E. NARRATIVE / RANKING CRITERIA

1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION (30 Points)

1.a Target Area and Brownfields (12 Points)

1.a.i Background and Description of Target Area (6 Points)

The City of North Chicago is a home-rule municipality under the Illinois Constitution. The City is situated along Lake Michigan, approximately 30 miles north of Chicago, and includes approximately 3 miles of coastline. The City's proximity to water and rail transportation has made North Chicago an ideal location for manufacturing enterprises, which contributed to early economic development. The 2000 Census documented the City's official population as 32,574. The 2017 Census estimates the population to be 29,842, which is an 8% decrease over the last 17 years. Demographically, the population is estimated to be 54.2% White, 27.5% Black or African American, and 4.2% Asian, with 31.1% of the total population identifying as Hispanic or Latino.

The City of North Chicago is approximately 7.8 square miles, half of which is federal nontaxable land occupied by the Naval Station Great Lakes. The remaining City area contains a disproportionate share of environmental degradation and brownfields sites. Because much of the City's land is federally owned or suffering from environmental issues, revenue-generating property is scarce. As such, the tax burden on North Chicagoans – some of the poorest residents in the state – is among the highest in Illinois.

Not only do these contaminated sites put a severe financial burden on the City's residents, these properties can have a significant impact on the health and welfare of its population including minorities, children and women of child-bearing age. North Chicago had been the home to significant industrial facilities such as the Chicago Hardware Foundry Company, the National Envelope Company, Washburn and Moen, American Motors, Johnson Motors, Goodyear, Ocean Spray, Ohman Descaling, R. Lavin & Sons, North Chicago Smelters, and Fansteel. According to the USEPA's Envirofacts database, there are over 60 regulated facilities in the City. North Chicago no longer benefits from these industrial facilities in terms of jobs or tax revenue; instead they are left with abandoned buildings and contaminated land.

The number of manufacturing companies that have come and gone clearly demonstrates unequal distribution of environmental impact within the City limits and a stigma of uncertainty related to the business risk of redeveloping property in North Chicago. Worse yet, the number of blighted, abandoned, and contaminated properties existing in the City demonstrates unequal access to environmental resources. There are over 180 acres of vacant or underutilized land located in five distinct areas that badly need redevelopment. These sites create an extreme burden on the City's already over-taxed and understaffed public safety departments.

1.a.ii. Description of Priority Brownfield Site(s) (6 Points)

The Sheridan Crossing Redevelopment site is an assemblage of abandoned industrial and commercial/retail lands (approximately 35 acres) within the City of North Chicago limits.

The polygonal, 35-acre subject property is located at the northwest corner of Sheridan Road and Martin Luther King, Jr. Drive, and is bordered by the Elgin Joliet and Eastern Railway to the north, Sheridan Road and the Chicago and Northwestern Railroad to the east, Martin Luther King Jr. Drive to the south, and Commonwealth Avenue to the west. See the website for the National Museum of the American Sailor for a Site map: <http://www.nmasf.org/location/>. A drainageway in the adjacent, undeveloped parcel directly west of the property flows into Pettibone Creek, which runs approximately 1500 ft. southeast before flowing into Lake Michigan.

The Sheridan Crossing site has an over 100-year history of use as major industrial grounds. Properties have been used for a variety of industries, as illustrated by Table 1.

Table 1—Prior Land Uses and Planned Development

Former Land Uses	Property (Proposed Development)
Eastern Area / Frontage Property along Sheridan Rd. and 22 nd St.—Commercial/Retail Uses including hobby shop, taverns, liquor stores, drycleaner/tailor shop, offices, restaurants, and scrap recycler.	Restaurants, Pharmacy, Amenity facilities
Northern Area / Former R. Lavin & Sons/North Chicago Refiners —Heavy Industrial Use including metals refining, smelting and conversion of ores to raw materials and products.	National Museum of the American Sailor
Central/Western Area / Former Fansteel/V.R. Wesson —Heavy Industrial Use including processing of specialty metals and production of a variety of metals products for industry, aerospace, and defense.	Parking, Amenity facilities, Hotel Area
Western Area / Former Vacant Lot —Undeveloped lot that adjoins Pettibone Creek, a tributary to Lake Michigan.	Detention/Park Area, Renewable Energy features (wind, solar)

The City’s Sheridan Crossing Development site underwent substantial demolition, cleanup, and the placement of appropriate engineered barriers and institutional controls from 2006 to 2009. From 2009 to 2019, the City has actively sought developers, but to this date has not achieved a groundbreaking development on the 35-acre site. Despite this prolonged period of marketing and courting of development, we continue to work hard to overcome site-specific challenges and to bring in the facilities and amenities that will serve as a catalyst for further community investment. The current status of the property is “development ready”, meaning that all structures have been demolished, a controlled level of cleanup with institutional controls have been implemented, and that the Site is ready for new construction with environmental controls to accommodate the remaining brownfield conditions.

1.b Revitalization of the Target Area (10 Points)

1.b.i. Overall Plan for Revitalization (5 Points)

In 2016, the City adopted a new Comprehensive Plan, which was created for them with the assistance of the Chicago Metropolitan Agency for Planning (CMAP)’s Local Technical Assistance program. The Sheridan Crossing site is specifically called out in the City’s Comprehensive Plan as a short term, primary target for development. The major landmark

cornerstone of the development will be operated by The National Museum of the American Sailor, an official Department of the Navy Museum under the Naval History and Heritage Command. The National Museum of the American Sailor's mission is to collect, preserve, and interpret the history of the United States Navy's Sailor for the benefit of the United States Navy and the people of the United States. The Naval museum will serve as the “anchor” attraction at the brownfield site and will attract amenities that improve the museum experience including, hotel, restaurants, shops, pedestrian features, open space gathering areas, and renewable energy facilities.

The City has already expended considerable effort to bring the Sheridan Crossing site to the development-ready stage it is at today. Funding for engineering and institutional controls will be an added cost that any potential developer will need to address. FY 2019 Brownfield Grant funds applied to construction phase, such as soil management tasks, construction worker safety, and the installation and maintenance of surface barriers and vapor intrusion barriers, would reduce the financial responsibility for potential developers, lowering certain barriers to investment and increasing investment appeal.

1.b.ii. Outcomes and Benefits of Overall Plan for Revitalization (5 Points)

The plan described above will bring visitors of cadets and graduates from the adjoining Great Lakes Naval Base into the community. This land redevelopment will provide a boost to North Chicago’s economy by re-capturing the visitor population that frequently goes to nearby surrounding communities for entertainment, lodging, dining, and other activities. The National Museum of the American Sailor (NMAS) patrons will provide the demographic base that will support further installation of amenities within Sheridan Crossing, including hotels, bars, restaurants, entertainment venues, and retail shops. Open air gathering spaces will attract vendors and events to build community and attract residents and visitors alike.

A Preliminary Economic Impact Analysis completed by Lake County Partners, a private economic development non-profit, estimates that the construction of the NMAS alone would have a one-time economic impact of more than \$83.5M and that the operation of the mixed-use commercial development planned for the remainder of the property will have an annual economic impact of approximately \$45.4M. This unique brownfield development site also benefits from being in close proximity to a major ComEd transmission line and substation that would make it economical to incorporate renewable energy features into the Sheridan Crossing development site. FY 2019 Brownfield Grant funding would be utilized to create incentives to developers to consider these renewable energy features at the site, thus realizing USEPA’s goal of brownfields to bright fields.

1.c Strategy for Leveraging Resources (8 Points)

1.c.i. Resources Needed for Site Reuse (5 Points)

Substantial resources are still needed for site reuse. This Brownfield Grant award is a small but necessary component of what the City needs. To facilitate this project, we will need phasing of resources. Most importantly, we need the first ground breaking and building to be erected on the site, which will serve as a catalyst and starting point to build momentum. Once it is demonstrated that this site can successfully be redeveloped, more buildings will follow. We will utilize this brownfield funding to help support the initial environmental cost increment that is uniquely

required on a brownfield site and that often scares away those with a traditional development mindset. We will utilize this funding to address the incremental costs related to:

- Contaminated soil management during subsurface work (infrastructure, utilities, and building foundation).
- Construction worker safety/HAZWOPER
- Vapor intrusion barrier construction
- Contaminated groundwater management
- Engineered barriers
- Renewable energy incentives

In this manner, we will normalize the incremental environmental costs and demonstrate that redevelopment construction on the site is feasible, practical, and readily implemented.

North Chicago has implemented its key strategy for attracting private and public investment to this site by previously undertaking complete demolition of buildings and foundations and implementing cleanup with engineered barriers and institutional controls. We have also sought and obtained a commitment from NMAF to develop the site with an “anchor” use attraction. Fund raising for the Naval Museum is progressing favorably. The NMAF Board of Directors consisting of community leaders, Naval leaders, and business leaders works tirelessly to promote the site and facilitate fund raising.

It is also important to recognize that this North Chicago brownfield site immediately adjoins but is not located within an Opportunity Zone, as defined in the Tax Cuts and Job Act. The tax benefit created by the new Opportunity Zone legislation is “designed to spur economic development and job creation by encouraging long-term investments in economically distressed communities nationwide,” according to the Treasury.

“This incentive will foster economic revitalization and promote sustainable economic growth, which was a major goal of the Tax Cuts and Jobs Act,” said Secretary Steven T. Mnuchin. “We anticipate that \$100 billion in private capital will be dedicated towards creating jobs and economic development in Opportunity Zones.” This is important leverage in North Chicago.

1.c.ii Use of Existing Infrastructure ((3 Points)

The Sheridan Crossing site is an urban infill site in North Chicago located along major utility, transportation, rail corridors. The City enjoys access to north-south highways, as well as public transportation and regional bike trails. These transportation connections link North Chicago to the broader metropolitan region and beyond, serving as economic and community development assets. The Sheridan Crossing site has an over 100-year history of use as major industrial grounds. These operations required substantial water, electric, natural gas, and sanitary system supply. Necessary improvements to storm water infrastructure have already been implemented on the site to improve watershed quality to the Lake Michigan watershed.

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT (20 Points)

2.a. Community Need (12 Points)

2.a.i. The Community’s Need for Funding (3 Points)

Over the past decade, Illinois EPA has awarded 130 Illinois Municipal Brownfields Grants totaling over \$18 million to communities for the investigation and cleanup of sites. North

Chicago received such a grant as early as 1999 and successfully completed its project in 2003. In 2006, the funding appropriation established by the Illinois General Assembly to operate the State's municipal brownfields grant program ran out. Due to Illinois' extraordinary budget constraints, the State has not restored funding to Illinois EPA's brownfields grant program even in 2018, apart from some limited Federal Revolving Loan Funds to IEPA.

The City has amply demonstrated its commitment to brownfields assessment, cleanup and reuse, but much more remains to be done. Without direct financial and technical assistance, the City has no ability to assess and redevelop its large number of brownfields sites, a necessary first step to improving the City's future health, welfare and environment. In the absence of such funding, these sites will continue to impair the health and limit the growth of North Chicago.

2.a.ii. Threats to Sensitive Populations (9 Points)

2.a.ii.(1). Health or Welfare of Sensitive Populations (3 Points)

This grant will assist the City in its efforts to improve the living conditions of sensitive populations (African Americans, Hispanics, individuals with incomes below the poverty rate, children under 5 years, seniors over 65 years, single mother families and obese persons) located within North Chicago. Including residents of the Naval base, 23% of North Chicago families and individuals live below the poverty level (8.4% higher than the national average of 14.6%) and 17% of the population below the age of 65 does not have health insurance (United States Department of Commerce, 2018). The economic status of these groups causes them to be less likely to have routine access to good nutrition and preventative health care due to inflated medical bills for the uninsured. An aspect of the development of the Sheridan Crossing property will be improved transportation options between the City's downtown area and nearby amenities. With no grocery store other than corner stores and no public pharmacy with full hours available within the City, having access to reliable public transportation options will help remedy this health-related stress on sensitive populations.

2.a.ii.(2). Greater Than Normal Incidence of Disease and Adverse Health Conditions (3 Points)

Although there is no comprehensive data tracking environmental causes of chronic diseases and health risks for the City of North Chicago, the CDC's Environmental Health Tracking Network states that evidence is building to support a link between cancer and exposures to environmental pollutants. Data does, however, support there are great disparities in health between Black or African Americans and Whites. Minorities die at an earlier age and have a higher incidence of diseases, injuries and disabilities which translates into decreased quality of life, loss of economic and other opportunities, and increased perceptions of injustice and inequity. If US EPA's environmental justice objective is "facilitate the identification and reduction," of adverse health conditions then it must not overlook the conditions in North Chicago.

2.a.ii.(3). Economically Impoverished/Disproportionately Impacted Populations (3 Points)

Of the total North Chicago population, approximately 19,000 (roughly 2/3 of all residents) represent the military personnel and civilians living and working in the Naval Station Great Lakes, which has services that operate independently of the City. As written previously, 23% of North Chicago families and individuals live below the poverty level and 17% of the population does not have health insurance (United States Department of Commerce, 2018). Employment trends from the Bureau of Labor Statistics and the Illinois Department of Employment Security

show that as of November 2018, North Chicago's unemployment rate was 5.0% as compared to the Illinois unemployment rate of 4.1% and the national average of 3.7%.

Residents of North Chicago who are unemployed, or employed but struggling to earn a living wage, will benefit from the presence of a developed Sheridan Crossing, both in the form of the 467 new positions that are estimated to be created (365 directly related to the development and 102 indirectly related) and the success of newly taxable commercial venture (data is from the Preliminary Economic Impact Analysis completed by Lake County Partners). Additionally, community members of all ages, but school children especially, will experience the educational benefits of having access to an institution such as the NMAS that will draw on local and national history to create educational programs for the public.

2.b. Community Engagement (8 Points)

2.b.i. Community Involvement (5 Points)

The City of North Chicago has engaged the Community in the lengthy Sheridan Crossing development and marketing process through various forms of media, including quarterly newsletters, web site postings, social media postings, Aldermanic town meetings, Mayoral announcements, and Naval base announcements. The NMASF website and email list provides on-going information and solicitations for pledges/fund raising. These means of effective communication will continue and be enhanced by the grant funding, if awarded.

List of Project Partners

<i>Partner Name</i>	<i>Point of Contact</i>	<i>Specific role in the Project</i>
Naval Station Great Lakes	http://www.cnic.navy.mil/GreatLakes/index.htm 2601 E Paul Jones Street Great Lakes IL 60088	Naval Station Great Lakes (NSGL) is the largest military installation in Illinois and the only recruit center "boot camp" for the Navy. Each week thousands of families travel to the base for recruit graduation, making North Chicago one of the busiest destinations along the North Shore. NSGL plays a critical role in the success of the City's brownfields redevelopment activities. One of the City's goals is to develop these properties and bring in the good and services that NSGL want and need. The City continues to work in collaboration with NSGL to ensure its development plans meet mutual goals.
The National Museum of the American Sailor Foundation	www.nmasf.org	The National Museum of the American Sailor Foundation is the official 501(c)(3) corporation established to implement development of the Museum. The NMASF will undertake the formal design, fundraising, constructions, and ongoing operation of the National Museum of the American Sailor facility at Great Lakes /

		North Chicago. Upon completion of construction, the NMAF will continue its mission to assist with ongoing operations and with necessary future fundraising initiatives in support of the Museum.
The North Chicago Chamber of Commerce	http://NorthChicagoChamber.org P.O. Box 554 North Chicago, IL 60064	The Chamber of Commerce is comprised of area business and community leaders who invest their time and resources in providing services to North Chicago businesses. These leaders represent the diverse business community of North Chicago. All businesses and organization are eligible to apply for membership in the Chamber. Dues are structured so that even the smallest business can become a member. The mission of the North Chicago Chamber of Commerce is to provide leadership by encouraging growth and development of new and existing businesses. This includes assisting the City with the redevelopment of blighted and underused properties and facilitating partnerships germane to the development of brownfields sites. The chamber has sponsored many activities to improve the image of the City and advertise the development and vacant space available. For example, the chamber sponsored the “Grant Place Open House/North Chicago Minitaste” to showcase the City’s new building, tenants and various restaurants.
North Chicago Community Partners/Gorter Family Foundation	http://www.nchi.lfc.edu/schools/forrestal/programs/200809/afterschool.htm 2833 Washington St Great Lakes, IL 60088	The Gorter Family Foundation has made a long-term commitment to the children and families of North Chicago and recently provided seed funding for a new operating foundation, North Chicago Community Partners (NCCP). NCCP was established to ensure efficient distribution of resources to the schools and broader community, and to facilitate relationships with potential partners. NCCP provides afterschool enrichment programs. The enrichment programming is organized by monthly “themes” which emphasize the fine arts and science. Students just completed a study on the Caring for the Planet and recently began

		learning about the Power of Community. The foundation serves as a resource for potential investors and partners in City projects and offers communication channels and creative avenues for information and community outreach.
The North Chicago Community Bank	http://www.nchicagobank.com/ 1801 Sheridan Rd North Chicago, IL 60064-2237	The North Chicago Community Bank is a locally controlled and managed bank with the unique ability to make decisions more quickly and to provide more customized services and products that truly benefit residents of the area. The North Chicago Community Bank has been an important part of the City's development activity. As the City's first tenant in the City's first development, the bank and its board of directors have made significant investments in the community and have collaborated with potential investors of some of the City's most significant brownfields development sites.
Lake County Partners	http://www.lakecountypartners.com/ 28055 Ashley Circle, Suite 212 Libertyville, IL 60048	Lake County Partners transforms economic opportunities into business realities by facilitating public/private collaboration to improve the business climate in the region. They focus on attracting, retaining and expanding businesses; advocating for infrastructure improvements; and spearheading initiatives that bolster business success. Lake County Partners continuously provides resources and tools to assist the City with its development efforts. This includes access to decision management systems, collaboration opportunities, marketing information, facilitating partnerships, etc.

2.b.ii. Incorporating Community Input (3 Points)

In the project's current phase, the primary communication goal is to maintain the dissemination of information to the community and to provide different avenues to collect feedback.

The plan for involving the affected community includes:

- Discussing site assessment/cleanup activities with the constituency during public meetings of the City Council and providing opportunities for stakeholder contribution.
- Utilizing aldermanic representation to disseminate and collect information in nearby wards.

- Continuing to build and encourage investment in infrastructure improvements near the Sheridan Crossing site to incentivize the land for developers.
- Amplifying communication efforts with posts on the websites and social media accounts, including the City site, Chamber of Commerce, and Lake County Partners.

The plan for communicating the progress to the citizens includes:

- Feature stories in the City's newsletter delivered via US Mail to every address in the City.
- Information and updates in the City's electronic newsletter delivered via email to subscribers.
- A page on the City's website tracking the progress of the project and allowing for comment.
- News releases and engagement with local media outlets for news coverage on the project.

In addition, communication and outreach to Spanish speaking residents will include:

- Separate Spanish language brochures/flyers available in the public building and from organizations that engage with the Spanish-speaking population.
- News releases/engagement with the Hispanic/Latino media outlets for news coverage.
- Section of project Web site translated for Spanish-speaking citizens.

3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS (35 Points)

3.a. Description of Tasks and Activities (15 Points)

3.a.i. Project Implementation (8 Points)

The following tasks will be completed within the 5-year period of performance.

Tasks to be implemented by the Multi-use Grant funding will include:

Task:	Rationale/Need:
1. Environmental Assessment/contaminant delineation in building infrastructure corridors.	New roads, sewers utility corridors, and subsurface infrastructure will be brought into the 35-acre PUD to service the new buildings. This new infrastructure will pass thru known and unknown brownfield subsurface conditions. This task will define those environmental conditions so they can be properly constructed and maintained.
2. New Buildings will require subsurface foundation investigations/structural construction.	Foundations will be constructed in known/unknown brownfield subsurface conditions. This task will define those environmental conditions so they can be properly constructed and maintained.
3. New occupied buildings will be constructed atop contaminated soil and groundwater thus creating vapor intrusion pathway human health concerns.	Appropriate building controls shall be designed and constructed to mitigate vapor intrusion concerns in occupied structures.
4. Subsurface work at the new development will require temporary management of	Groundwater treatment and disposal to prevent exposure to workers and discharge to

contaminated groundwater during construction.	the environment will be required at the development.
5. Construction worker safety and protection from COCs will be required throughout the brownfield site in known/unknown subsurface areas.	Construction workers HASP, PPE, and training will be conducted to ensure worker health and safety during subsurface work.
6. Public Communications/engagement	The community and adjoining property owners will be informed of work as it proceeds on this unique brownfield development. The NMAF and its stakeholders will also be kept apprised of environmental matters.

3.a.ii. Task/Activity Lead (4 Points)

The City of North Chicago will contract with appropriately qualified contractors and construction managers and environmental contracting expertise to ensure that grant funds are being utilized to address the incremental environmental assessment and cleanup described in Tasks 1-6 above.

3.a.iii. Cost Share (3 Points)

The City of North will be drawing from reserves in their Downtown TIF to meet the cost share requirement of \$40,000. The Downtown TIF District was originally created in 1999 to help promote redevelopment in the northeastern section of North Chicago. In 2007, parcels from the Sheridan Crossing Site were extracted from the Downtown TIF District and placed into a new TIF District, the Sheridan Crossing TIF District. This reorganization extended the time frame for redeveloping the Sheridan Crossing site and enabled the City to meet bond obligations. To date, the Downtown TIF has helped fund various redevelopment initiatives including engineering analysis, property acquisitions, and infrastructure improvements.

3.b. Cost Estimates and Outputs (15 Points)

3.b.i Cost Estimates (10 Points)

Budget Categories		Project Tasks (\$)						
		(Task 1)	(Task 2)	(Task 3)	(Task 4)	Task 5	Task 6	Total
Direct Costs	Personnel							
	Fringe Benefits							
	Travel							
	Equipment							
	Supplies							
	Contractual	\$125,000	\$250,000	\$200,000	\$100,000	\$75,000	\$50,000	\$800K
	Other							
Total Direct Costs								
Indirect Costs								
Total Federal Funding								

Cost Share	\$6000	\$6000	\$6000	\$6000	\$6000	\$10000	\$40,000
Total Budget							\$840,000

3.b.ii. Outputs (5 Points)

Outputs will be determined by the achievement of new constructed building(s) and related utilities, infrastructure, and amenities completed in one or more phases at the Sheridan Crossing site.

3.c. **Measuring Environmental Results (5 Points)**

Environmental results will also be measured by the safe and effective construction of new buildings, utilities, and infrastructure, including renewable energy completed and occupied at Sheridan Crossing.

4. **PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE (15 Points)**

4.a. **Programmatic Capability (9 Points)**

4.a.i. Organizational Structure and Experience (5 Points)

The City of North Chicago has an organization and management plan that will provide the necessary internal and external resources and specialized experience to work with Illinois EPA to implement its environmental investigations and assessments, thereby integrating the management of environmental conditions into the overall City redevelopment strategy. Staff from the Economic and Community Development Department, the Engineering Department, and the Mayor's office is integrated to manage and implement the existing Brownfield Redevelopment Grant work concurrently with other key City initiatives.

4.a.ii Acquiring Additional Resources (4 Points)

The key to acquiring additional resources to achieve the City's goals and objectives for Sheridan Crossing is to create incremental environmental funding to address and incentivize brownfield conditions at the site. Facilitating the initial phase of successful construction will demonstrate feasibility for the project and help in overcoming the fears that environmental uncertainty contributes to business risk. The City has the additional resource framework in place by completing site preparation and achieving "ready for development" status. Templates for marketing, fundraising, advertising, and community engagement are all in place. Securing environmental funding through the FY 2019 Multipurpose Brownfield Grant is an important next step.

4.b **Past Performance and Accomplishments (6 Points)**

4.b.i. Currently Has or Previously Received an EPA Brownfields Grant (6 Points)

4.b.i.(1). Accomplishments (3 Points)

The City of North Chicago secured two cleanup grants from USEPA in 2003 and 2006 and received a 128(a) community-wide assessment grant from Illinois EPA in 2008.

In 2009 the City received an Illinois Transportation Enhancement Program Grant for Streetscape improvement, which focused on improving infrastructure and accommodating the traveling public. To date, the City has received \$136,000 for preliminary engineering tasks related to Phase 1.

4.b.i (2) Compliance with Grant Requirements (3 Points)

In 2006, North Chicago was awarded a \$200,000 USEPA Brownfield Cleanup Grant (EPA Assistance ID No. BF00E11501). This grant was utilized to manage, treat, and remove hazardous substances at a former lead smelting factory acquired by the City after bankruptcy. The City of North Chicago's work plans were approved without significant comments by USEPA or iterative revisions. The City maintained timely and accurate quarterly and annual progress and financial reporting under its USEPA and State brownfields grants. The 2006 USEPA cleanup award was fully spent within the allocated grant period and timely close out reports were filed to assist USEPA in completing its reports to USEPA Headquarters.

MULTIPURPOSE GRANT

III.B. THRESHOLD CRITERIA FOR MULTIPURPOSE GRANTS

1. Applicant Eligibility

The City of North Chicago, Illinois is a home-rule municipality under the Illinois Constitution that was incorporated in 1901. North Chicago is an eligible entity for the U.S. Environmental Protection Agency's Brownfields Cleanup Grants as a "General Purpose Unit of Local Government" as presented in Section III A. of the Guidelines for Brownfields Multipurpose Grants.

2. Community Involvement

In the project's current phase, the primary communication goal is to maintain the dissemination of information to the community and to provide different avenues to collect feedback.

The plan for involving the affected community includes:

- Discussing site assessment activities with the constituency during public meetings of the City Council and providing opportunities for stakeholder contribution.
- Utilizing aldermanic representation to disseminate and collect information in nearby wards.
- Continue to build and encourage investment in infrastructure improvements near the Sheridan Crossing site to incentivize the land for developers.
- Amplifying communication efforts with posts on the websites and social media accounts, including the City site, Chamber of Commerce, and Lake County Partners.

The plan for communicating the progress to the citizens includes:

- Feature stories in the City's newsletter delivered via US Mail to every address in the City.
- Information and updates in the City's electronic newsletter delivered via email to subscribers.
- A page on the City's website tracking the progress of the project and allowing for comment.
- News releases and engagement with local media outlets for news coverage on the project.

In addition, communication and outreach to Spanish speaking residents will include:

- Separate Spanish language brochures/flyers available in the public building and from organizations that engage with the Spanish-speaking population.
- News releases/engagement with the Hispanic/Latino media outlets for news coverage.
- Section of project Web site translated for Spanish-speaking citizens.

3. Target Area

The Sheridan Crossing Redevelopment site is an assemblage of abandoned industrial and commercial/retail lands (approximately 35 acres) within the City of North Chicago limits.

The polygonal, 35-acre subject property is located at the northwest corner of Sheridan Road and Martin Luther King, Jr. Drive, and is bordered by the Elgin Joliet and Eastern Railway to the north, Sheridan Road and the Chicago and Northwestern Railroad to the east, Martin Luther King Jr. Drive to the south, and Commonwealth Avenue to the west. A drainageway in the

adjacent, undeveloped parcel directly west of the property flows into Pettibone Creek, which runs approximately 1500 ft. southeast before flowing into Lake Michigan.

The Sheridan Crossing site has an over 100-year history of use as major industrial grounds. Properties have been used for a variety of industries, as illustrated by Table 1.

Table 1—Prior Land Uses and Planned Development

Former Land Uses	Property (Proposed Development)
Eastern Area / Frontage Property along Sheridan Rd. and 22 nd St.—Commercial/Retail Uses including hobby shop, taverns, liquor stores, drycleaner/tailor shop, offices, restaurants, scrap recycler.	Restaurants, Pharmacy, Amenity facilities
Northern Area / Former R. Lavin & Sons/North Chicago Refiners —Heavy Industrial Use including metals refining, smelting and conversion of ores to raw materials and products.	National Museum of the American Sailor
Central/Western Area / Former Fansteel/V.R. Wesson —Heavy Industrial Use including processing of specialty metals and production of a variety of metals products for industry, aerospace, and defense.	Parking, Amenity facilities, Hotel Area
Western Area / Former Vacant Lot —Undeveloped lot that adjoins Pettibone Creek, a tributary to Lake Michigan.	Detention/Park Area, Renewable Energy features (wind, solar)

The City’s Sheridan Crossing Development site underwent substantial demolition, cleanup, and placement of appropriate engineered barriers and institutional controls from 2006 to 2009. From 2009 to 2019, the City has actively sought developers, but to this date has not achieved a groundbreaking development on the 35-acre site. Despite this prolonged period of marketing and courting of development, we continue to work hard to overcome these challenges and bring the facilities and amenities that will serve as a catalyst in the community. The current status of the property is “development ready”, meaning that all structures have been demolished, a controlled level of cleanup with institutional controls has been implemented, and that the Site is ready for new construction with environmental controls that accommodate the remaining brownfield conditions.

4. Affirmation of Brownfield Ownership

In its entirety, the Sheridan Crossing Development Site is currently owned, controlled, and managed by the City of North Chicago. Numerous small Sheridan Rd. Frontage parcels were acquired by purchase from individual lot owners from 2005 to 2007. The former Fansteel /V.R. Wesson property. Title to the Fansteel Property was conveyed to the City pursuant to the exercise of the City’s Eminent Domain powers on March 8, 2005. The conveyance of title was contemplated in a Consent Decree which was approved by the United States Bankruptcy Court for the District of Delaware on November 17, 2003, and later clarified and approved in a Consent Order entered by the United States Bankruptcy Court for the District of Delaware on or about March 4, 2005 (“Consent Order”). The former R. Lavin & Sons parcel was acquired by the City in 2005 using bond issues for funding.

The property is: a) not listed or proposed for listing on the National Priorities List, (b) not subject to unilateral administrative orders, court orders, administrative orders of consent, or judicial consent decrees issued to or entered into by parties under CERCLA, and (c) not subject to the jurisdiction, custody, or control of the United States Government. The City of North Chicago established its Bonafide Prospective Purchaser Status.

5. Required Cost Share

The City of North will be drawing from reserves in their Downtown TIF to meet the cost share requirement of \$40,000. The Downtown TIF District was originally created in 1999 to help promote redevelopment in the northeastern section of North Chicago. In 2007, parcels from the Sheridan Crossing Site were extracted from the Downtown TIF District and placed into a new TIF District, the Sheridan Crossing TIF District. This reorganization extended the time frame for redeveloping the Sheridan Crossing site and enabled the City to meet bond obligations. To date, the Downtown TIF has helped fund various redevelopment initiatives including engineering analysis, property acquisitions, and infrastructure improvements.

Application for Federal Assistance SF-424

* 1. Type of Submission:

- ☐ Preapplication
☒ Application
☐ Changed/Corrected Application

* 2. Type of Application:

- ☒ New
☐ Continuation
☐ Revision

* If Revision, select appropriate letter(s):

* Other (Specify):

* 3. Date Received:

01/30/2019

4. Applicant Identifier:

5a. Federal Entity Identifier:

5b. Federal Award Identifier:

State Use Only:

6. Date Received by State:

7. State Application Identifier:

8. APPLICANT INFORMATION:

* a. Legal Name:

City of North Chicago

* b. Employer/Taxpayer Identification Number (EIN/TIN):

36-6006019

* c. Organizational DUNS:

0745759520000

d. Address:

* Street1:

1850 Lewis Avenue

Street2:

* City:

North Chicago

County/Parish:

Lake

* State:

IL: Illinois

Province:

* Country:

USA: UNITED STATES

* Zip / Postal Code:

600642050

e. Organizational Unit:

Department Name:

Division Name:

f. Name and contact information of person to be contacted on matters involving this application:

Prefix:

Mr.

* First Name:

Victor

Middle Name:

* Last Name:

Barrera

Suffix:

Title: Director of Economic & Community Development

Organizational Affiliation:

City of North Chicago

* Telephone Number:

1(847)596-8671

Fax Number:

* Email:

vicbar@northchicago.org

Application for Federal Assistance SF-424

* 9. Type of Applicant 1: Select Applicant Type:

C: City or Township Government

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

* Other (specify):

* 10. Name of Federal Agency:

Environmental Protection Agency

11. Catalog of Federal Domestic Assistance Number:

66.818

CFDA Title:

Brownfields Assessment and Cleanup Cooperative Agreements

* 12. Funding Opportunity Number:

EPA-OLEM-OBLR-18-08

* Title:

FY19 GUIDELINES FOR BROWNFIELDS MULTIPURPOSE (MP) GRANTS

13. Competition Identification Number:

Title:

14. Areas Affected by Project (Cities, Counties, States, etc.):

Add Attachment

Delete Attachment

View Attachment

* 15. Descriptive Title of Applicant's Project:

The City of North Chicago's Multipurpose Grant: Eliminating the Final Hurdle for Downtown Redevelopment

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

Application for Federal Assistance SF-424**16. Congressional Districts Of:*** a. Applicant * b. Program/Project

Attach an additional list of Program/Project Congressional Districts if needed.

17. Proposed Project:* a. Start Date: * b. End Date: **18. Estimated Funding (\$):**

* a. Federal	<input type="text" value="800,000.00"/>
* b. Applicant	<input type="text" value="40,000.00"/>
* c. State	<input type="text" value="0.00"/>
* d. Local	<input type="text" value="0.00"/>
* e. Other	<input type="text" value="0.00"/>
* f. Program Income	<input type="text" value="0.00"/>
* g. TOTAL	<input type="text" value="840,000.00"/>

*** 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**

- ☐ a. This application was made available to the State under the Executive Order 12372 Process for review on .
- ☒ b. Program is subject to E.O. 12372 but has not been selected by the State for review.
- ☐ c. Program is not covered by E.O. 12372.

*** 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**☐ Yes ☒ No

If "Yes", provide explanation and attach

21. *By signing this application, I certify (1) to the statements contained in the list of certifications and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances** and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

☒ ** I AGREE

** The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

Authorized Representative:

Prefix: * First Name:

Middle Name:

* Last Name:

Suffix:

* Title: * Telephone Number: Fax Number: * Email: * Signature of Authorized Representative: * Date Signed: